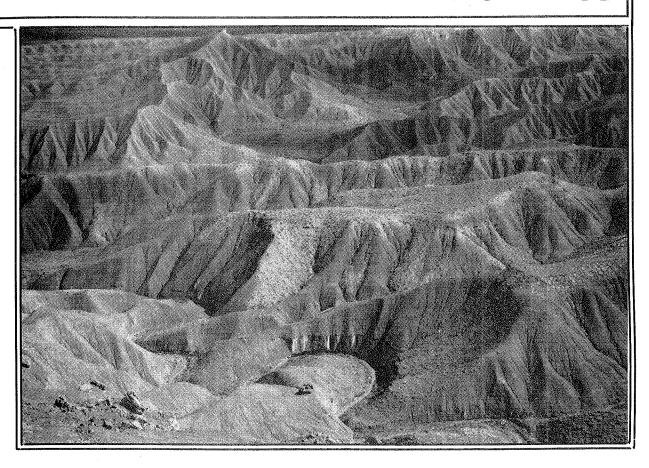
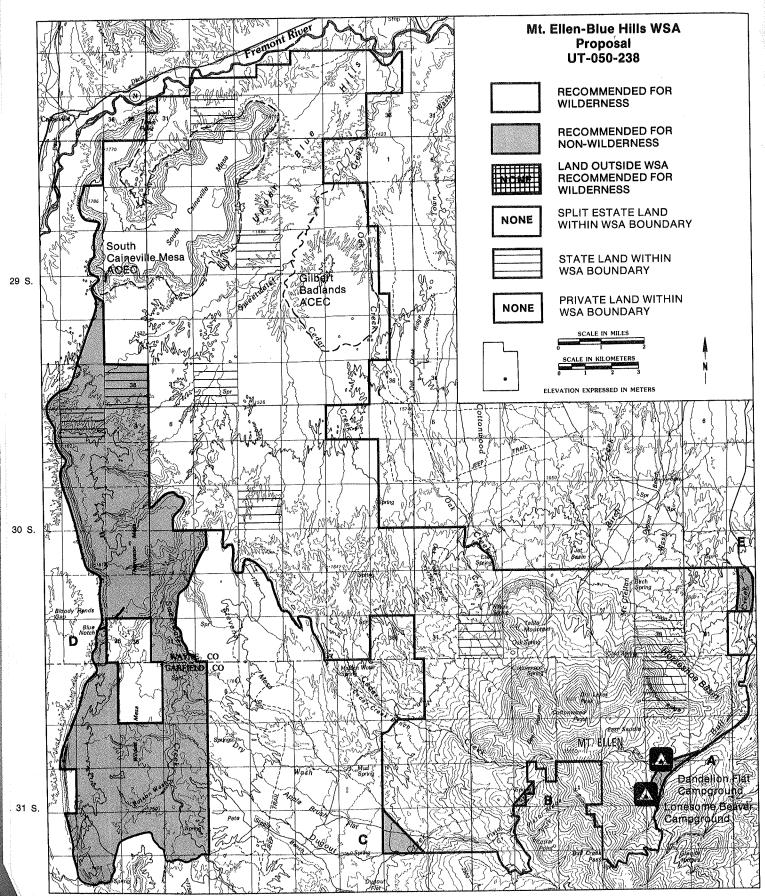
## Mt. Ellen -Blue Hills WSA



### MT. ELLEN-BLUE HILLS WSA



### 1. THE STUDY AREA: 81,726-acres

The Mt. Ellen-Blue Hills Wilderness Study Area (WSA) (UT-050-238) is in south-central Wayne and northeastern Garfield Counties, about 10 miles southwest of Hanksville, Utah. The study area is shaped like an inverted letter "Y", and is about 19 miles long, from north to south, and 16 miles from east to west. The northern and eastern boundaries of the northern section and the northern boundary of the southern portion of the WSA are along section lines, in part separating the study area from State and private lands (see Map). The remaining boundaries of the WSA are along roads and topographic breaks.

The Bull Mountain WSA (UT-050-242) is adjacent to the southern portion of this WSA, separated by a dirt road. The WSA contains 81,726 acres of public land administered by the Bureau of Land Management (BLM). Nine State sections (5,945 acres) are inheld in the WSA. Seven sections (4,799 acres) would be within the area recommended for wilderness designation. No private or splitestate lands are within the WSA (see Table 1).

The Blue Hills, the northern and western portion of the WSA, are low mesas and barren badlands carved by erosion from blue-gray marine shales.

TABLE 1
LAND STATUS AND ACREAGE SUMMARY IN THE STUDY AREA\*

WITHIN WILDERNESS STUDY AREA	ACRES
BLM (surface and subsurface)	81,726
Split-Estate (BLM surface only)	0
In-holdings (State, Private)	5,945
Total	87,671
WITHIN THE RECOMMENDED WILDERNESS BOUNDARY	
BLM (within WSA)	65,804
BLM (outside WSA)	0
Split-Estate (within WSA)	0
Split-Estate (outside WSA)	0
Total BLM land recommended for wilderness	65,804
In-holdings (State, private)	4,799
WITHIN THE AREA NOT RECOMMENDED FOR WILDERNESS	
BLM	15,922
Split-Estate	0
Total BLM land not recommended for wilderness	15,922
In-holdings (State, Private)	1,146

Source: BLM File Data

<sup>\*</sup> The Appendix is a detailed table of in-holdings included within the portion of the WSA recommended for designation.

The Mt. Ellen portion of the WSA consists of steep slopes and rounded peaks, including Mt. Ellen, with large basins and wide canyons. Mt. Ellen is part of the Henry Mountains, well-known in Am rican geology for classical studies of intrusive mountain structures, upturned sedimentary rocks, and stream gradients. Mt. Ellen is the largest structural dome in the Henry Mountains, with a diameter of 12 to 15 miles. Elevations in the WSA range from 4,600 feet at the western boundary to 11,615 feet at the summit of Mt. Ellen. Predominant vegetation at the lower elevations is pinyon-juniper and saltbrush. Ponderosa pine, Douglas fir, and alpine fir grow at the higher elevations.

The WSA was studied under Section 603 of the Federal Land Policy and Management Act (FLPMA) and was included in the Utah BLM Statewide Wilderness Environmental Impact Statement (EIS) finalized in November 1990. Three alternatives were analyzed in the EIS: a partial wilderness alternative where 65,804 acres would be designated as wilderness and the remaining 15,922 acres would be released for uses other than wilderness, which is the recommendation in this report; a no wilderness (no action) alternative; and an all wilderness alternative.

## 2. RECOMMENDATION AND RATIONALE: 65,804 acres (recommended for wilderness) 15,922 acres (not recommended for wilderness)

The recommendation for this WSA is to designate 65,804 acres as wilderness and to release the remaining 15,922 acres for uses other than wilderness (see Map). Designation of the entire area as wilderness is considered to be the environmentally preferable alternative as it would result in the least change from the natural environment over the long term. The alternative selected, however, would be implemented in a manner which would utilize all practical means to avoid or minimize adverse environmental impacts. The recommendation will further apply to any additional in-holding acreage acquired through purchase or exchange with willing owners. The Appendix lists all in-holdings and split-estate

tracts and provides additional information on acquisition.

The study area includes the northernmost and perhaps most prominent of the Henry Mountains. All of the area is natural, with outstanding opportunities for solitude on 92 percent of the area and primitive recreation on 56 percent.

Mt. Ellen at 11,615 feet, is the highest peak in the Henry Mountains. From the summit of its long, rolling ridge unfolds a panorama of dissected canyon country and mountain ranges. Two distinct landforms and vegetative areas characterize the WSA: the virtually barren Blue Hills badlands and the 11,000-foot peaks of Mt. Ellen, which support dense pinyon-juniper, aspen, and spruce-fir forests. Mt. Ellen and the Blue Hills form a single roadless area, one of the largest in Utah, of spectacular ecologic, scenic, and recreational diversity. The slopes of Mt. Ellen provide critical habitat for the nation's only free-roaming, hunted buffalo herd. Mule deer, elk, pronghorn antelope, and cougar also live here. Virtually all species of raptors can be seen during the migration season including golden and bald eagles and prairie falcons.

No conflicts exist with other uses, except for coal deposits with low potential for development and about 1,850 acres of vegetative treatments for the benefit of livestock and wildlife. The treatments would be foregone if the recommended portion is designated as wilderness.

Area A (see Map), is not proposed for wilderness designation because Dandelion Flat and Lonesome Beaver Campgrounds would be included. This was a drafting error during the BLM wilderness inventory.

Area B is not included in the recommended area because of a trespass road constructed in 1983 by the Tercero Corporation. The road is on a steep hillside where it would be very difficult to completely restore naturalness.

Area C is not proposed because it includes a chaining reseeding project and the proposed boundary line follows a road which is a more logical boundary.

This area also was originally mapped as inside the WSA because of a drafting error.

Area C is not proposed even though about 99 percent of the part of the WSA that is not proposed for wilderness designation is in a natural condition. The area not recommended lacks outstanding opportunities for solitude and primitive recreation. Potential land use conflicts exist with possible coal recovery at Wildcat Mesa and with potential vegetation treatments on 1,000 acres. Coal extraction at Wildcat Mesa is not expected in the short term, but may occur in the long term.

Area E is not recommended because it contains a pre-FLPMA right-of-way for development of water diversion structures and ditches. Facilities in the area and the existence of the right-of-way were overlooked by BLM during the wilderness inventory and study.

### 3. CRITERIA CONSIDERED IN DEVELOPING THE WILDERNESS RECOMMENDATION

### Wilderness Characteristics

### A. Naturalness

Naturalness is defined as an attribute in which the evidence of man is substantially unnoticeable to the average visitor and where minor imprints of man exhibit no cumulative impact that is substantially noticeable. Most of the WSA is in a completely natural condition. Approximately 80,116 acres meet the criteria under the Wilderness Act for naturalness, and the remaining 1,610 acres, all outside the recommended portion, do not meet the criteria. Imprints of man include 9.3 miles of ways, five springs, 1 mile of pipeline, 2.5 miles of fence, six livestock reservoirs, two water diversion sites on Bull Creek, and the Lonesome Beaver and Dandelion Flat Campgrounds which were inadvertently included within the boundary of the WSA due to a drafting error.

In August 1982, approximately 4,000 linear feet of an existing way was upgraded and approximately 3.2 acres were cleared for an oil and gas exploratory drilling operation. The well did not produce and the drill rig was removed

and all disturbed acreage was rehabilitated in March 1983.

A road along the North Summit Ridge on the southern boundary of the WSA was constructed in the fall of 1983 by the Tercero Corporation and was intended to be constructed entirely on private lands. After construction, it was discovered that the road had been inadvertently constructed inside of the boundary line of the WSA in four locations and disturbed naturalness on less than 2 acres. The road also cut off less than 5 acres from the main WSA. The Tercero Corporation made restitution and relinquished 166 livestock AUMs for use by bison as compensation for the trespass. The trespass could be resolved by any means the BLM deems necessary to be in compliance with the intent of BLM's Interim Management Policy (IMP) and to make necessary corrections to minimize the construction impacts in the area. BLM specialists determined that it would be very difficult to completely restore naturalness due to the nature of the hillside on which the road is located.

In 1984 approximately 167 acres of pinyon-juniper woodland (T. 31 S., R. 9 E., sec 23) was mistakenly chained and seeded because of a project mapping error. The chaining is being rehabilitated to meet naturalness criteria.

### B. Solitude

Opportunities for solitude in the WSA are influenced by size, topography, vegetation, and absence of distracting sights and sounds. The WSA's size (81,726 acres) allows for recreationists to find solitude in much of the area. About 73 percent (60,000 acres) of the Mt. Ellen-Blue Hills WSA displays outstanding opportunities for solitude, all of which are in the portion recommended for wilderness.

Several large basins and ridges, such as Horseshoe Basin, Dry Lakes, and Deer Haven, provide separation and screening. Vegetation where it exists on Mt. Ellen also contributes to opportunities for solitude. Pinyon-juniper, aspen, ponderosa pine, and Douglas fir provide screening where found in the WSA. Mt. Ellen is the highest peak in the Henry Mountains and offers excellent vistas of

central Utah from the summit. The Blue Hills is an extensive network of badlands and ridges that provides excellent screening.

The western part of the WSA is sparsely vegetated, open, and relatively flat in numerous locations and opportunities for solitude are less than outstanding.

### C. Primitive and Unconfined Recreation

About 45 percent (37,000 acres) of the WSA has outstanding opportunities for primitive, unconfined recreation. These opportunities are mostly in the southeastern part of the WSA. Opportunities for primitive, unconfined recreation exist in the other 55 percent (44,726 acres) but are relatively low in quality and less than outstanding for recreation use due to the barren and/or somewhat flat nature of the terrain.

The WSA has a diversity of recreational opportunities. Eight of these activities are above average or excellent in quality in part of the WSA. They include backpacking, camping, dayhiking, nature study, photography, geological and general sightseeing, and wildlife observation.

### D. Special Features

Mt. Ellen is the highest peak in the Henry Mountains. The higher elevations of Mt. Ellen offer outstanding vistas of the geology of central Utah and the entire Waterpocket Fold.

The shale badlands at the lower elevations contain fossilized sharks teeth. The badlands are also of interest because of their role in the history of geomorphology from 1875 to the present. The four distinct life zones found in this WSA, i.e., the Upper Sonoran, Transition, Canadian, and Hudsonian Life Zones are of ecologic interest.

Portions of Mt. Ellen are summer range for the free-roaming Henry Mountain bison herd. The isolated, rugged terrain is also habitat for cougar, a wildlife species frequently associated with wilderness. Peregrine falcons and bald eagles, listed as endangered species, and six other animal species that are considered sensitive may inhabit or use the WSA.

Bristlecone pine was discovered in the WSA in 1973. The Henry Mountains are considered to be the southeastern limit for the Great Basin variety of bristlecone pine in the U.S.

One plant species (Sclerocactus wrightiae) which is listed as endangered, and three other plant species that are considered sensitive may occur in the WSA. Refer to Appendix 4 and the Affected Environment, Vegetation and Wildlife Including Special Status Species sections of the Utah BLM Statewide Wilderness Final EIS for additional information.

### <u>Diversity in the National Wilderness</u> <u>Preservation System (NWPS)</u>

### A. Expanding the Diversity of Natural Systems and Features as Represented by Ecosystems

Wilderness designation of this WSA would add a combination of potential natural vegetation (PNV) ecosystems not presently represented in the NWPS.

PNV is the vegetative type that would eventually become climax vegetation if not altered by human interference, and is not necessarily the vegetation that is currently present in an area.

The WSA is in the Colorado Plateau Province/Ecoregion. The PNV in the WSA is Arizona pine forest (7,172 acres), juniper-pinyon woodland (41,314 acres), saltbush-greasewood (31,240 acres), and spruce-fir-Douglas fir forest (2,000 acres).

Juniper-pinyon woodland PNV is well represented in the NWPS and BLM wilderness study areas nationally and in Utah. Saltbush-greasewood PNV is represented in only one established wilderness but is indicated for seventeen other BLM study areas; all of these areas, however, are in Utah only.

Arizona pine forest PNV is represented in three areas in the NWPS, none of which are in Utah, and the spruce-fir-Douglas fir PNV is not represented at all in the NWPS.

This information is summarized in Table 2, from data compiled in December 1989.

TABLE 2
ECOSYSTEM REPRESENTATION

	NWP	S AREAS	OTHER	BLM STUDIES
BAILEY-KUCHLER CLASSIFICATION (PNV)	AREAS	ACRES	AREAS	ACRES
NATIONWIDE (COLORADO PLATEAU PROVINCE)				
Arizona Pine Forest	3	26,300	8	12,878
Juniper-Pinyon Woodland	11	1,401,425	84	2,102,691
Saltbush-Greasewood	1	20,000	17	362,763
Spruce-Fir-Douglas Fir Forest	0	0	2	4,000
UTAH (COLORADO PLATEAU PROVINCE)				
Arizona Pine forest	0	0	8	12,878
Juniper-Pinyon Woodland	1	26,000	53	1,666,884
Saltbush-Greasewood	1	20,000	17	362,763
Spruce-Fir-Douglas Fir Forest	0	0	2	4,000

Source: BLM File Data.

TABLE 3
WILDERNESS OPPORTUNITIES FOR RESIDENTS OF MAJOR POPULATION CENTERS

	NWP	s AREAS	OTHER B	LM STUDIES
POPULATION CENTERS	AREAS	ACRES	AREA	ACRES
Salt Lake City-Ogden	11	1,099,962	78	2,177,949
Provo-Orem	11	721,793	90	2,705,142

Source: BLM File Data.

B. Assessing the Opportunities for Solitude or Primitive Recreation within a Days Driving Time (5 Hours) of Major Population Centers

The WSA is within a 5-hour drive of the Salt Lake City-Ogden and the Provo-Orem standard metropolitan statistical areas. Table 3 summarizes the number and acreage of designated wilderness and other

BLM study areas within a 5-hour drive of these population centers.

### C. <u>Balancing the Geographic Distribution</u> of Wilderness Areas

The Mt. Ellen-Blue Hills WSA would not contribute significantly to balancing the geographic distribution of wilderness areas within the NWPS. As of January 1987, the NWPS included 93 areas

comprising 5,475,207 acres in Utah and in Arizona and Colorado, the adjacent states nearest the WSA.

There are three designated wilderness areas within 100 miles of the WSA. On the southeast is the 45,000-acre Dark Canyon Wilderness (U.S. Forest Service [FS]), and, to the southwest, the 25,751-acre Box-Death Hollow Wilderness (FS) and the 112,400-acre Paria Canyon-Vermilion Cliffs Wilderness (BLM). In the Canyonlands Section of the Colorado Plateau Physiographic Province, however, there are just three designated wilderness areas, totaling 64,280 acres. If designated, a Mt. Ellen-Blue Hills Wilderness would supplement wilderness areas in this region.

<u>Manageability</u> (The area must be capable of being managed effectively to preserve its wilderness character.)

The portion of the WSA that is recommended for wilderness designation can be managed as wilderness to preserve values now present in the area. Resource and land use conflicts are not now a problem in the recommended portion of the WSA and are not anticipated to be in the future. There are no existing oil or gas leases in the WSA. There are no known deposits of any leasable minerals except coal in the WSA, nor are there any active drilling, mining, or exploration activities for any leasable minerals. The only area considered feasible for surface coal mining is the Wildcat Mesa area, an estimated 2,825 acres. However, this area is not recommended for wilderness designation. In the long term, the coal resources may be mined, resulting in some loss of solitude in the designated portion for the duration of mining. Two hundred and nineteen of the 231 mining claims in the WSA are in the area recommended for wilderness; however, there are no known deposits of locatable minerals in the WSA.

There are seven State-owned sections (4,799 acres) in the recommended area. Major developments on these sections and related access and activity would reduce the quality of wilderness values, but the potential for development is low. Therefore, provision of access to these lands is not expected to be a manageability problem.

Livestock grazing could continue as at present, requiring little or no change in management.

The area not recommended for wilderness designation also could be managed as wilderness, although it would be more difficult to do so. The oil and gas leases have been phased out and new leasing would not be allowed. There are 12 mining claims, and two State-owned sections in this portion of the WSA, but developments that would reduce the quality of wilderness values are not projected in the foreseeable future. In the long term there could be some surface coal mining that would require special management to assure maximum possible protection of wilderness values. BLM has concluded that nonwilderness uses and resources could be managed in a manner that would not degrade most of the wilderness values in the 15,922 acres not recommended for wilderness designation.

### Energy and Mineral Resource Values

The U.S. Geological Survey (USGS) and the U.S. Bureau of Mines (USBM) examined the mineral and energy resource potential in 58,480 acres in the WSA, i.e., 7,324 acres less than the portion that is recommended for wilderness designation (USGS, Miscellaneous Field Studies Map MF-1756A, R. F. Dubiel, et al., 1985). The pamphlet accompanying the map states that the potential for coal, uranium, base metals, and oil and gas resources is low. Materials that could be used for construction purposes are present in the area that was studied and have economic potential. These materials include sand, gravel, and gypsum, which are available outside the area, much closer to potential markets. Impacts on Resources

The comparative impact table (Table 4) summarizes the effects on pertinent resources for alternatives considered including designation or nondesignation of the area as wilderness.

### Local Social and Economic Considerations

The EIS concluded that local social and economic conditions would not be significantly affected by BLM's partial wilderness recommendation. Coal mining could occur in the long term in the

nondesignated portion of the WSA. This would result in significant local economic effects and result in increased Federal revenues.

### Summary of WSA-Specific Comments

Public involvement has occurred throughout the wilderness review process. Comments received during the early stages of the EIS preparation were used to develop significant study issues and alternatives for the ultimate management of the WSA.

During formal public review of the Draft EIS, a total of 108 inputs specifically addressing this WSA were received from 183 commenters, including oral statements received at 17 public hearings on the EIS. Each letter or oral testimony was considered to be one input. Duplicate letters or oral statements submitted by the same commenter were not counted as additional inputs or signatures. Each individual was credited with one signature or testimony regardless of the number of inputs. In general, 104 commenters supported wilderness designation for part or all of the WSA and 67 commenters were opposed. Twelve commenters addressed the relative merits of the EIS, but took no formal position on wilderness designation.

Those favoring wilderness commented on the special features and general wilderness values in the WSA. Those commenting in favor of wilderness were almost equally from rural and urban Utah and other states. Of particular concern was the need to preserve wilderness values and protect the area from development.

Those opposing wilderness were concerned that wilderness would preclude public access and mineral exploration and development; they also commented that more wilderness is not needed and that wilderness conflicts with multiple use. Most of those opposing wilderness designation were from rural Utah.

No Federal agencies specifically commented on this WSA.

No comment letters were received on the Final EIS.

There are nine State sections (5,945 acres) in the WSA. In commenting on the Draft EIS, the State of Utah expressed general opposition to wilderness designation but did not take a definite position regarding wilderness designation of the WSA. The State commented on inadequacies and suggested corrections in the maps, geology, wildlife, vegetation, and mineral sections. The State noted that compared with other WSAs in the region, Mt. Ellen-Blue Hills WSA is considered to have moderate to high wilderness values and high conflicts. They suggested a boundary change for the recommended 58,480 acre partial wilderness alternative in the Dry Lakes-Nasty Flat area to minimize conflicts with range improvement. The State has independently supported designation of the Gilbert Badlands portion of the WSA as a Research Natural Area.

The WSA is in Wayne and Garfield Counties. The Wayne County Master Planning Report covers the northern part of the WSA. The plan does not identify recommendations at specific locations but recognizes that ". . . outstanding natural landmarks should be preserved as much as possible." However, it also states: "Open spaces should be used for many purposes rather than strictly as wilderness areas."

The Garfield County Master Plan covers the southern part of the WSA. Garfield County has proposed to the Utah Congressional Delegation that 111,053 acres of BLM lands in three WSAs be recommended for wilderness. The County plan recommends that the remaining lands within the County, including the Mt. Ellen-Blue Hills WSA, be retained for multiple uses. The Garfield and Wayne County commissions have endorsed the Consolidated Local Government Response to Wilderness that opposes wilderness designation of BLM lands in Utah.

## MT. ELLEN-BLUE HILLS WSA

# Table 4 (Continued) Comparative Summary of Impacts by Alternative

		Alternatives	
	Recommendation Partial Wilderness		All Wilderness
Issue Topic	(65.804 Acres)	No Action/No Wilderness	(81,726 Acres)
Impacts on Mineral and Energy Exploration and Production	Implementation of the Partial Wilderness Alternative would not have a significant adverse effect on mineral and energy resource exploration and production because the coal resource in the WSA would be in the non-designated area and could be developed in the future.	implementation of the No Action/No Wilderness Alternative would not adversely affect mineral and energy resource exploration and production in this WSA.	Wilderness designation would limit potential exploration and development opportunities for coal resources known to occur in the WSA. Opportunities for production of up to 60 million tons of coal would be foregone. No significant locatable or salable mineral production would be foregone.
Impacts on Wildlife Habitat and Populations	Impacts on habitat and populations of threatened, endangered, or other special status animal species would not be significant. Wildlife species would be destroyed or displaced on 4 percent (3,000 acres) of the WSA during the 30-year life of the projected surface mines.	Impacts on wildlife habitat and populations of threatened, endangered or other special status animal species would not be significant. Implementation of the rangeland and water projects would benefit wildlife by providing additional water, 140 AUMs and forage ecotones. Wildlife species would be destroyed or displaced by coal mining on 4 percent (3,000 acres) of the WSA.	Wilderness designation would preclude 1,000 acres of wildlife improvement projects, but would prevent habitat destruction and provide all species with additional opportunities for solitude.
Impacts on Forest Resources	No significant impacts to forest resources would be expected from this alternative because past use has been light and firewood and fenceposts are readily available outside the WSA.	This alternative would not result in any significant increase in harvest or loss of forest resources in the WSA because access to firewood and fenceposts would not be restricted.	Private harvest of the pinyon-juniper woodland for small amounts of firewood and fenceposts would be precluded. Past use has been light (160 cords of firewood and 200 fenceposts per year). This impact is not significant because of availability of firewood and fenceposts outside the WSA.
Impacts on Livestock Management	This alternative would impact access for livestock management on approximately the same as the All Wilderness Alternative. In addition strip mining for coal would disrupt livestock grazing as described for the No Action/No Wilderness Alternative. The proposed reservoir would not be allowed to improve livestock distribution.	Possible strip mining for coal would disrupt livestock grazing during the life of the project. However, livestock forage would increase over the long term with this alternative. A proposed reservoir could be constructed to improve livestock distribution.	Restrictions on access to 9.3 miles of ways would not significantly affect livestock management because 3.5 miles of roads would be cherry-stemmed and would remain available for unrestricted access and because there is very little use of vehicles for livestock management.

## MT. ELLEN-BLUE HILLS WSA

# Table 4 (Continued) Comparative Summary of Impacts by Alternative

MT. ELLEN-BLUE HILLS WILDERNESS STUDY AREA

Appendix Estimated Costs of Acquisition of Non-Federal Holdings Within Areas Recommended for Designation a

Legal Description (Prior to any Subdivision)	Total Acreage	Number of Owners (If Parcel has been subdivided)	Type of Ownership by Estate (Federal, State, Private, Other) (Surface Estate) (Subsurface Estate)	state (Federal, surface Estate)	Presently Proposed for Acquisition (Yes , No)	Preferred Method of Acquisition (Purchase, Exchange, Other)	Estimated Cost of Acquisition (Land Costs)	of Acquisition (Processing Costs)
T. 29 S., R. 9 E., Sec. 16	640.00		State	State	2	Exchange		82 000
T. 29 S., R. 9 E., Sec. 32	640.00		State	State	2	Exchange		\$2,000
T. 30 S., R. 9 E., Sec. 16	640.00		State	State	2	Exchange		\$2.000
T. 30 S., R. 10 E., Sec. 32	640.00		State	State	2	Exchange		<b>2</b> 000 <b>2 3</b>
T. 30 S., R. 10 E., Sec. 36	726.80		State	State	2	Exchange		\$2,000
T. 31 S., R. 10 E., Sec. 2	872.12		State	State	2	Exchange		\$2,000
T. 28 S., R. 9 E., Sec. 32	640.00		State	State	2	Exchange		\$2,000

a The estimated costs listed in this appendix in no way represent a Federal appraised value of the land or mineral estate, but are rough estimates based on sales or exchanges of lands or mineral estates with similar characteristics to those included in the WSA. The estimates are for purposes of establishing a range of potential costs to the government of acquiring non-Federal holdings and in no way represent an offer to purchase or exchange at the cost estimate included in this appendix.